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CANADIAN

July 15

Welfare

What we have come to call social security is the means whereby the modern State assures equitable distribution of the goods and services its people produce. In other words, social security is a device whereby the modern State makes certain that all its people shall enjoy a minimum level of well-being.

—*Social Security Bulletin.*

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R. E. G. DAVIS, Executive Director

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British Milestone

JULY 5, 1948, is a date that will stand out in the history of social welfare. It marks the coming into force in Great Britain of the new all-inclusive social security scheme, envisaged in the Beveridge Report and accepted in principle by all political parties, which is designed to protect the whole population against the major hazards of life.

In place of the variety of existing measures administered separately, there is now to be a single plan, with one payment and one book, which provides benefits for virtually every one in the event of sickness, unemployment, maternity, widowhood, old age and death.

That a revolutionary step of this kind should be taken at a time of great economic difficulty is a tribute to the continuing vitality of the British people; it should also do something to dispose of the notion that in dealing with their problems Britishers are more apt to depend on intuitive improvisations at the eleventh hour than on anything that could be described as fundamentally rational procedures.

Actually, of course, "muddling through", at least so far as the social services are concerned, is an expression which fits our own situation in Canada so perfectly that we do well to be somewhat restrained in applying it to others. Each year as a result of pressure from this quarter or that, particular gains are made in improving health and welfare services for the Canadian people, and without question individual measures of outstanding merit, like unemployment insurance and family allowances, have been developed. This, however, should not be allowed to obscure the fact that as a nation we still fall far short of a comprehensive social security program or even the design for one. One thinks of serious gaps in present programs, notably health insurance, rehabilitation services for handicapped civilians, measures to meet the needs of unemployed workers who are not covered by insurance or whose benefits are exhausted, and possibly most frustrating of all, the tangle of confused policies, low standards, and limiting residence regulations which stand in the way of efforts to assist families facing hardship and distress.

All of these are matters calling for early attention but the basic need is for an overall plan which will fit together our present piece-meal services into a clearly articulated scheme with the responsibilities of federal, provincial and municipal authorities defined and understood. To press for such a united and comprehensive approach to our Canadian social services and to develop informed public support for it must continue to be a major responsibility of the Canadian Welfare Council and Canadian social work generally. With the signal achievement of Great Britain before us, we face a challenge to redouble our efforts.



A REPORT ON THE
ROUND TABLE ON SOCIAL SECURITY
HELD AT THE UNIVERSITY OF TORONTO,
MAY 8, 9, 10, 11, 1948

By **JOHN S. MORGAN**, *Associate Professor of Social Work, Toronto*

THIS Round Table meeting was significant in more ways than one. It was an example of a university making its own unique contribution to current social and political thought by supplying expert technical leadership, by bringing together men and women of authority and responsibility from government, public administration and the university, and from the inter-related

fields of health, finance and public welfare to examine matters of common concern; and by providing for the discussions the neutral ground of an institution which has no creed other than the high duty to search out the facts and proclaim the truth. The Senate Chamber of the University was an appropriate setting; it lent dignity to the proceedings and emphasized the fact that this was a meeting of some of

JOHN S. MORGAN, formerly the Research and Information Officer of the British National Council of Social Service, came to the Toronto School of Social Work as Lecturer in 1946, and was appointed Assistant Professor in 1947. As this article goes to press his promotion to Associate Professor is announced. He was Chairman of the Findings Committee and is Acting Chairman of the Continuing Committee of the recent National Conference on Personnel for Social Work, and has been elected to the Board of Directors of the Canadian Association of Social Workers, 1948-50.

Canada's best minds in the field of social policy.

The meeting was significant also because it represented a new way of approaching the complexities and problems of Social Security. Those present were able to apply themselves to the essentials of the argument without having to take positions, or to consider immediate political, administrative or social consequences, or to represent anyone but themselves. It was in order to protect this individual freedom of thought that the meetings were held in private and that no formal record of proceedings has been made for publication. Finally, the meetings were significant in that, although the question under review was being examined in terms of Canadian needs, the Round Table had the assistance of outstanding students and practitioners from the United States of America, and from Great Britain, representing the two types of democratic social development which exert the major influences upon social thought and social policy in Canada to-day.

The first task of a meeting of this kind is to establish a foundation of knowledge upon which the discussions can be based, and to provide a setting of current thought within which the ideas of social security can be placed. Canada is late in the field. Britain has been slowly developing a variety of programs in the social insurances since the National Insurance Act of 1911. The United States laid down the broad frame-

work of policies in the Social Security Act of 1935. Canada has not yet taken any general position, but much of the preliminary work has now been done which could

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bear fruit in an articulated plan of social insurances and related social policies. Workmens' Compensation, Unemployment Insurance, and Family Allowances are in operation across the Dominion, while a few days after this Round Table, the Federal Government announced the first tentative steps towards a national health program.

Six major trends were discerned in Canadian social security policy. The assumption, over the past twenty years, of increasing responsibility for social welfare by the Dominion Government, so clearly visible in Mr. Willard's¹ recent analysis of social welfare expenditures marks the inevitable progress to a national policy. The experiments in social policies in Saskatchewan and other provinces are building up Canada's reserves of practical knowledge. Administrative re-organization, such as that envisaged in the Welfare Units legislation passed in the 1948 session of the Ontario legislature, will pave the way for more efficient welfare services. Improvements in the training and increases in the numbers of trained staffs for social work² or for the medical services³

¹ Joseph Willard, "Social Welfare Expenditures in Canada" (CANADIAN WELFARE, Vol. 23, No. 8, March, 1948).

² Proceedings of the National Conference on Personnel for Social Work (The Canadian Welfare Council, March, 1948).

³ For example in the establishment of professional training in hospital administration, in the University of Toronto, School of Hygiene starting in the academic year 1947-48, and the increased enrolment of medical, dental students in the schools of medicine and dentistry across Canada to-day.

are steps towards the provision of the essential staffs which must be available to operate any new programs of social security. Lastly there is an unmistakable drift of public opinion in Canada towards overt expression of the need in a complex industrial society for programs of social security which will place the protection against the main hazards of modern times on a predictable insurance basis.

The development of Britain's social insurance policies was shown to have a number of important lessons for Canada. The new plan for an integrated universal social welfare provision which came into operation on July 5 of this year are not thought of as "Social Security", that is of security provided by someone else ("the State") for the people, but as a national system of insurance to which everyone contributes when they are economically productive, and upon which everyone can depend for essential benefits when need arises. The long historical development, from the proposals of William Pitt in 1796 for family allowances, through the liberal legislation of the early twentieth century, past the culminating analysis of twentieth century social thought in the Beveridge Report to the abolition of the Elizabethan Poor Law, has been a process of education by which the British people have learned, often illogically, always pragmatically, the lessons which are now generally accepted by all political parties and which will culminate in the new

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pattern of social welfare operative after July 5, 1948.

After July 5 a minimum poverty level will be established in the National Insurance system, underpinned by the National Assistance Act, below which no British citizen will be allowed to live. Particularly notable has been the contribution to this educational process of the Trade Union movement. Another important trend has been the evolution of an adequate and effective administrative system, both nationally and in local government. Lastly, the Beveridge Report, the experiences of the Depression and of World War II, allied with this historical evolutionary process has convinced the British people that, in terms of human welfare, all policies—low-rental subsidized housing, improved public education, the distribution and allocation of essential foods, and the development of adequate health services—all are part of a total picture. They must be integrated and operated as parts of a greater whole.

The trends in the U.S.A. provide a marked contrast with the universal approach adopted by Great Britain. The Social Security Act of 1935 provides a single framework, it is true, but the framework is a state-federal Public Assistance program, reinforced by social insurances which relate the benefits not to the social needs of the individual but to his previous earning capacity and to a complex pattern of socio-administrative judgments expressed in terms of wide

exceptions from adequate coverage. Moreover, in the United States, not only have there been no extensions or developments in its Social Security provisions, but there have been sharp attacks on the existing provisions, and noticeable stiffening in the administration of public assistance in many of the States. There have been serious attacks on the whole concept of social insurance, not only by industrialists, but by students, such as for example Lewis Merriam⁴ whose work for the Brookings Institute and for the Hoover Commission⁵ seems aimed at the re-introduction of a means test for all forms of publicly organized aid to those in need. Any attempt to organize health insurance is met with stubborn and inflexible resistance. Meanwhile the U.S.A. becomes more urbanized (139 great cities now hold 60 per cent of the U.S. population) and more industrialized (30 millions had farm employment in 1939 but only 27 millions in 1941). More people work for cash wages and become subject to social insecurity. The rising cost of living is lowering real wages, destroying family savings and piling up a dangerously large amount of family insecurity. In spite of all these pressures however, the gains of the "30's" have been maintained and there is a sound administrative machine, with a nucleus of trained

⁴ Lewis Merriam, *Relief and Social Security*. (Washington: The Brookings Institution, 1946).

⁵ Commission on the Organization of the Executive Branch of the Government, set up under the Lodge-Brown Bill in 1947, with Herbert Hoover as Chairman.

and experienced staffs upon which reliance can be placed and through which progress can be made when the present political mood changes in the United States.

Against this background the Round Table participants examined various problems within the total pattern of social security. It was generally agreed that adequate health care is a pre-requisite condition of a balanced social policy. On the one hand is the British plan, operative July 5, 1948, for universal health care wholly detached from the financial situation of individuals; opposed to it is the strong body of opinion in the U.S.A. insistent upon the individual's responsibility for his own health care, with public provision of medical care for indigents. In between these two opposite views are varying compromises based on health insurance schemes or privately organized prepayment medical care plans. Canadian opinion would seem to be somewhere in the area of compromise, with Government policy assuming eventual adoption of a national health insurance, and the medical profession making strenuous efforts to establish medically controlled private prepayment schemes. The major issue for Government policy seemed to be the decision between adopting a health plan as national policy and letting the supply of trained staff, equipment and hospitals, all deficient to-day, catch up with the inevitable demand; or to start with provisions for planning, hospital building, staff

development and not to adopt a national health plan until these preliminary steps have begun to show results. The plans announced by the Federal Government the week following the Round Table showed that a modest version of the more cautious second approach has been adopted.

The debate on provisions for Old Age again showed present Canadian thought to be uneasily undecided, in this case with the United States taking the middle position between the universal contributory retirement pension of the British plan and the universal public assistance basis of the Dominion proposals of 1945. The development of Old Age Insurance in the U.S.A. has shown that a scheme based on the practices of private insurance, with a direct relation between individual contributions and individual benefits, is not satisfactory; and the 1939 Amendments to the Social Security Act removed the United States plan into the area of a more generalized scheme. One feature of the U.S. Old Age Insurance system is that it is applicable to all income groups within the limits of those covered by the Act. If it is to replace Old Age Assistance, however, as the main provision for old age in the United States, it will be essential to extend coverage to include more workers, particularly agricultural and domestic workers and the self employed; and to increase benefits by raising the amount of annual income covered to \$4,800, raising minimum bene-

fits from the present figure of \$10.00 and lowering the age limits for women and for the permanently disabled⁶. The lesson for Canada is that some form of contributory old age pension is the only adequate provision for this particular need of modern industrial society. It was recognized and accepted by the meeting that the essential needs of the aged can only be met by adequate living and working conditions, pensions, institutions and other welfare measures being regarded as the final reserve against misfortune and not the solution of the problem of a rapidly ageing society. The debate on old age provision produced two major issues of importance to all forms of economic security, namely the relative merits of flat-rate as opposed to variable benefits and the definition of minimum standards. An interesting suggestion was made that a minimum standard of living should be ascertained and stated in terms of necessities rather than as at present by a cash figure, and that the calculation of the present minimum at any time should be geared to current wage-rates.

The discussions on unemployment made clear the advantages and the limitations of a contributory insurance system. It is automatic, administratively easy, produces predictable benefits (the beneficiary "knows what he can count on" and is thereby given real security) and is comparatively

easy to finance. It fails however to meet the problems of long-term unemployment. It does not offer any solutions to the social or psychological consequences of unemployment, and even in the economic field it cannot produce sufficient income to meet the human needs of families affected by long-term unemployment. It must therefore be supported by a public investment program providing "normal work" in times of industrial decline, a public works program to provide work and maintenance for able-bodied unemployed, and a variable system of economic benefits to meet the real human needs of the unemployed. The need for special provisions to meet the assistance needs of the unemployed was accepted but the argument was unresolved between those who favoured local administration and some measure of local responsibility and those who believed that the only effective solution lies in a nationally administered scheme. The "Green Book" proposals of 1945 for Unemployment Assistance came under heavy fire as being administratively confusing and socially inadequate. The British experience with the Assistance Board was quoted as showing that a national assistance authority can be flexible in administration and sensitive to local need and local conditions.

The basic issue in Public Assistance seemed to be the conflict between the assumption by the state of responsibility for maintenance of those in need and the

⁶ Most of these improvements are recommended by the U.S. Senate Finance Committee's Advisory Council on Social Security of which Mr. Edward R. Stettinius is Chairman.

need to leave the recipient essentially responsible for his own conduct. It was accepted that Public Assistance should be a right and not a conditional benefit hedged about with moral, social and fiscal limitations, although it was noted that in the United States there is at present less willingness to recognize this right than has been the case for ten years. It was felt that a good system of public assistance would ensure a predictable income, administrative simplicity, and the preservation of the essential human dignity of the recipient. The need to separate counselling from the power which inevitably goes with money granting was stressed.

This is not the appropriate place to discuss in detail the battle of wits and words which took place on the issues of establishing an adequate social security program in a federal state. The constitutional issues were recognized. The relative merits of central and local administration of public assistance were argued. There was general acceptance of the principle that a contributory insurance scheme is necessarily a federal operation. The possibilities of central responsibility and decentralized administration were explored. The use of grants-in-aid in the Canadian setting was discussed as a method of establishing nation-wide policies, and at the same time recognizing that provincial and municipal rights and duties will remain the dominant features of the Canadian

picture. What seemed to emerge was the real need for public education on the problems of social administration. It was agreed that a country can establish any scheme which it really wants to have, but that an educated public opinion is necessary before a country can decide what it wants. It was, however, urged that the decisions should be based primarily on the social and human objectives and not on the fiscal or administrative considerations.

Attention was then given to the need for services in a social security program. Services were defined as the additional services related to economic security measures which either prevent the occurrence of need, or encourage and assist in the removal of the cause of need and the redirection of the recipient into a state of self dependency. Each of the causes of economic want was shown to be associated with a preventive and rehabilitative service, as for example unemployment with placement and training, industrial and medical rehabilitation services. Emerging from the discussions on public assistance and on services, there came a clear need for the development of a personal counselling service, separated from all the insurance, assistance, and individual agency programs, which would serve as a referral centre and advice centre for all citizens in the community. The examples of the Citizens Advice Bureau Service, and the Legal Aid service in Great

Britain were quoted and it was stressed that the counselling service must be separated from any association with economic assistance.

It was clear from the discussion on the subject, that far too little attention has been given to the staffing of social security programs. Excessive attention in the U.S.A. to the clinical and psychiatric aspects of case work in the administration of public assistance, was contrasted with over-emphasis in Great Britain on purely administrative aspects of social security. Clearly the operation of these great public measures requires something more than mechanical or administrative efficiency. Recognition of the place of "social administrators", the development of "operative decentralization" to give wide opportunities for individual initiative, and the provision of adequate training, salary scales and promotion were suggested as staff developments needing research and experiment.

Each of the subjects examined really needs a separate paper to give adequate interpretation to the vigorous and informed discussions which were a feature of these meetings. Of no subject is this more true than the discussion on the financing of social security. The all-over cost of social security schemes of a number of countries where they are financed entirely (or nearly) by contributions proportional to wages was shown to amount to between 20% and

25% of basic wages. In New Zealand and Great Britain, with flat rates of benefits and high standards of living, the benefits are based on a subsistence level well below the lowest wages, and were estimated to require about 10% of the national income. There was considerable argument as to who really pays the costs of social security, although all schemes have different apparent distributions of costs through employer's contributions, employee's contributions and state subsidies. It was recognized that, in the end result, all social security costs are a charge on the productive capacity of the community. They may be hidden in the cost of repairing neglect, as for example in hospital costs, public assistance, prison and reformatory expenses and mental health expenditures; or they may be openly met by preventive and insurance measures. So far Canada has, in large measure, shirked the problem and preferred to keep the real costs of having no integrated plan for social security hidden in a complex tangle of federal, provincial and municipal responsibilities for patching and repairing the neglect of her human resources. The Canadian people are beginning to awaken to the need for something more constructive and more positive in their approach to social welfare. This Round Table was a valuable example of co-operative thinking on some of the basic issues which must be met before any new policy can be launched.

British Columbia's Flood Disaster

By JAMES SADLER,

Regional Administrator, Provincial Social Welfare Branch

IT WILL be a long time before the complete story of British Columbia's floods can be told in all its tragic aspects, and it will be a long time before any accurate estimate can be made regarding the extent of the havoc and destruction the ravaging rivers have caused. The story that can be told now, however, is that of united community organization and effort on the part of all those who were either directly affected or threatened which is something that can only be described as heroic.

Within minutes following the first warnings, public officials and executives of local organizations in every area affected, met together to plan action and to appoint leaders to carry that action out. The Red Cross immediately assumed responsibility for rescue, shelter and care, with the Provincial Police and social workers aligned with this effort, using all their facilities and their knowledge of the districts to good effect. Municipal officials mobilized manpower to strengthen dykes, commandeering equipment from every source. Women's groups under the Red Cross set up rest and food centres in community halls and churches, and prepared hot meals for tired hungry men. Young boys and old men were assigned to patrol duties. Transport was organ-

ized, utilizing privately owned and industrial vehicles and river craft of all descriptions. Provincial agriculturists aided in livestock rescue and feeding, saving fodder crops wherever possible, and watching for disease. Public health staffs took charge of supervising sanitation and water supplies, and planned immunization against the threat of typhoid and other communicable diseases. Private homes by the score were opened to flood victims in safer adjacent areas and utilized fully by busy Red Cross evacuation committees.

Thus, when a state of emergency was declared by Premier Johnson, an amazingly effective organization of local people already existed. Those committees and work gangs have carried on under the Military's direction of "Operation Overflow", the greatly augmented manpower, transport, and engineering facilities of Army, Navy and R.C.A.F. relieving strain but not diminishing local effort.

The Fraser River catastrophe assumed the largest proportions of any in the Province, and the help immediately forthcoming from the cities of New Westminster and Vancouver is another illustration of the all-out effort to alleviate suffering. The efforts of private citizens, organizations, churches, schools, industries and labour

groups are too numerous to record here, but the shelter provided for evacuee families in the Old Hotel Vancouver should perhaps be specially mentioned. Closing down as a Veteran's Hostel, and soon to be totally demolished, the old hotel was taken over by the Red Cross even before the first refugees arrived in Vancouver by the last train from Agassiz. Since then it has been filled up with many other flood victims, who must wait until the official word is given to return. Meanwhile a battery of social workers working under the Red Cross Social Service section, and representing public and private agencies in the city, have been loaned or have volunteered for day and night work of registering, tracing relatives, placing children and so on; church groups have provided entertainment; valley teachers have rounded up their children to occupy city classrooms (one slack-clad teacher left all her own possessions to supervise the evacuation of her youngsters); public health doctors and nurses have inoculated all newcomers and are on hand to look after minor illnesses. In this adversity some of the mothers and children and old folk are having their first visit to the city, and whatever enjoyment they are getting out of it will, it is hoped, bolster them for the difficult days ahead.

The sympathy and very practical help so speedily forthcoming from other parts of the Dominion and from bordering American

communities has added much to the whole effort. Local people have been greatly encouraged by the generous response from eastern cities, industries and organizations, and this too has served to keep up the people's courage to face the future.

The great job of the Departments of Government will of course, come after the waters recede and the people go back. Rehabilitation will take many forms, require many specialized skills and cost huge sums of money. With one fifth of the Province's total acreage of arable land inundated, reclamation of farms will be a major task of the Department of Agriculture. Civil engineer will undoubtedly plan undertakings to prevent another such cataclysm. The Public Works Department will be busy for months rebuilding roads and bridges. Public health and sanitary engineers will be on the job safeguarding health.

So far as the social worker's job is concerned, during the disaster itself, Provincial and Municipal social workers have merged with the community, doing every conceivable sort of job, from serving as local Red Cross officers, to crating half-drowned chickens, to filling sandbags, after ensuring that their isolated families, foster children, old and incapacitated folk had been safely rescued and cared for. Red Cross organization has been such that the early authority given by the Deputy Minister of Welfare to meet any financial out-

lay required, has not as yet had to be used. However, as the families move back, and when the Red Cross has finally completed their phase of service, the social worker will have a tremendous job to do. So many of the "little" farms—four or five acres of berries, a few chickens, a cow and pig or two—represent the meagre-enough security of many people who are no longer young, and of many families who are "just getting by". Old age pensioners on very small holdings will be particularly distressed. For

all of these, the job will not merely be the provision of financial aid and compensation for losses. It will be a job of helping these good people to face their losses with courage, and to build up their determination to start again. The period of rehabilitation, in short, will call for as great fortitude on the part of those affected, and as great a united effort on the part of government services of all kinds, as has been displayed by everyone during this disaster.

NEW HAVEN

By S. ROCKSBOROUGH SMITH, Director

NEW HAVEN, Canada's first Borstal-type institution was reopened by Hon. Gordon S. Wismer, Attorney-General of British Columbia, on November 25, 1947. On that day eleven lads between the ages of sixteen and twenty-three were transferred from the provincial gaol to New Haven to form a nucleus of what it is hoped may develop into a nation-wide chain of Borstal training establishments, establishments where youthful offenders between sixteen and twenty-three will have the opportunity of rehabilitating themselves under sane and sensible surroundings.

We are striving to develop at New Haven the spirit of community living. Formerly a private

estate situated in open country overlooking the Fraser river, and equidistant between Vancouver and New Westminster, it lends itself readily to an experiment of this kind, with its 62 acres of grounds, its compact buildings and its country-house atmosphere.

The life of the institution is based on the eight-hour working day. Every lad on reception has the choice of entering one of four trades — woodworking, machine shop, agriculture or cooking and baking, each under the supervision of a qualified instructor. While we do not attempt to teach more than the fundamentals of a trade in the time available, we do stress the value of hard work. As an incentive to industry and application, an

earning scheme has been introduced whereby all are paid a small amount weekly for their work, the amount increasing with increased efficiency and skill.

The evenings are given over to formal education, hobbies, handicrafts and recreation. We attempt not so much to impart information as to get rusty and often ill-controlled brains to function; to stimulate the intelligence; to awaken new interest; and to discover if possible a point of contact with each lad. It matters little what the program is so long as it is designed to provoke thought, open up new horizons and develop new and healthy interests. Each day ends with five minutes of prayer, for religion has a vital part to play in any Borstal program and should be awarded first place among all forms of character training. Two honorary part-time chaplains (a Protestant and a Roman Catholic) visit weekly to take Sunday services, and come in during the week to take classes in religious instruction.

Sport and recreation rank high in the New Haven syllabus. Each day starts with early morning P.T. at 6.45 a.m.; one night a week is given over to an hour and a half's work-out in the gymnasium; and each weekend sees groups of lads indulging in the current sport of the season, while others go off on walks across the country-side with a supervisor. The first impression that a visitor to the institution receives is that of rude health—the result of three plain but whole-

some meals, regular hours, hard work and physical exercise.

It has been truly stated that the Borstal system has no merit apart from the Borstal staff. The foundation of the system has been first the recruitment of the right type of men, then their training, and finally their full co-operation with one another in an atmosphere of freedom and mutual understanding. The personal influence of the staff is everything and must be the first consideration in any program of re-training. We at New Haven have been most fortunate in gathering together a staff who believe in what they are doing, men drawn from all walks of life brought together by a sincere faith in their fellowmen. Fifteen in number, based on requirements for running a community of some forty lads, they consist of a director, a bursar, a housemaster, six supervisors, four instructors, a nurse-matron and a night patrol. All work together as a team. The housemaster, the key man, plots the course and watches the progress of each and every lad under training, studying his needs in the light of his background, with always a watchful eye to the future—to the day when the lad is to be discharged. The supervisors—supervise the day-to-day routine, operating on a shift basis to cover a full working day, working *with* the lads not over them; getting to know them and understand their problems, and by their quiet influence and example attempting to draw the best out of them. The

instructors, qualified men in their own fields have the difficult task of establishing habits of industry and application in the trade shop and on the land. The nurse-matron, a qualified nurse, assists the part-time medical officer and also supervises the issuing and general care and maintenance of the lads' kits.

At the time of writing we have twenty-four lads in training, all serving definite sentences varying in length from seven months to two years, for as yet we have no provision for an indeterminate sentence in the adult courts of this Province. However, representations are now in the process of being made to the Federal government to allow for an indeterminate sentence for New Haven. To date we have been selecting our material from those inmates within the Borstal age group in the provincial gaol. With the assistance of the Provincial Probation Branch and the Provincial Psychiatric Clinic each eligible candidate is carefully screened with a view to selecting only those whom we feel are

capable of benefitting from a rigorous type of training which requires much both from mind and body. Once the indeterminate sentence comes into force, committals will be direct from the courts to the institution. It will then be possible also to provide for an effective system of parole after-care, for, as the law now stands any after-care that is done is on a voluntary basis, which is by no means satisfactory. We are well aware of the importance of this aspect of the training and we are working with our department on a system of after-care with the full co-operation of the Provincial Probation Branch and interested public-minded citizens in the province which we hope will meet our needs.

A start has been made at New Haven along sound and practical lines. There is much yet to be done, but we are moving slowly in an attempt to establish a spirit and tradition and to develop a standard of social behaviour among our lads which we hope will prove of lasting value.

THAT "OLD" FEELING

AN eighty-seven year old woman came to see me recently about admission requirements of Peabody Home. She bustled in as spry and alert as a woman half her age. "I'm so glad I got here on time", she said, "I just flew up from Florida. The weather was bad and I was afraid the plane might be delayed". When I assured her that under those circumstances another appointment, or a later one could have been arranged, she replied, "That's not the point. I've got to catch a plane for Massachusetts at 4 o'clock this afternoon." I asked her how she thought she would like living in an old age home when she was still so vitally active and interested in community life. "Mercy me!" she exclaimed "I'm not applying for myself. I'm much too busy even to think of anything like that. I'm looking for a home for my niece. She's getting old, and I'm worried about her. She will be sixty-six on her next birthday".

—Ruth Laverty, in *New Jersey Welfare Reporter*.

Canadian Welfare Council's Twenty-Eighth Annual Meeting

JUNE 7-8 saw the twenty-eighth annual meeting of the Canadian Welfare Council, held at the Royal Connaught Hotel in Hamilton, Ontario. Registered for the various meetings were a total of 382 members and friends; 194 of them being voting delegates. They came from every province in Canada, and represented every kind of agency, both public and private. Many of them were volunteers who made a fine contribution to the meetings in which they participated.

Division Meetings

Division annual meetings occupied the morning of June 7 and flowed over into luncheon meetings, and on to the afternoon of June 8. These meetings gave an opportunity for special interest groups to get together and talk over the work of the past year and make plans for the next twelve months.

Community Chests and Councils Division

Irving P. Rexford, retiring Chairman, presided over a gathering representative of sixteen cities, which considered the Division's annual report, established five standing committees to cover fund-raising and campaigns, public relations, social planning and community organization, volunteers and French-speaking services, and discussed

the question of Chest assessments for 1948. Relationships with Community Chests of America, New York, were also given careful thought, with a view to devising an effective plan for an overall membership in this organization for Canadian Chests.

Warm tribute was paid to Mr. Rexford for his outstanding leadership during five years as Chairman of the Division. His successor is Stuart M. Philpott of Toronto, who has been Associate Chairman of the Division for the past year and one of its most valuable members.

Representatives of Volunteer Bureaux and Councils of Social Agencies held a dinner meeting at which they discussed relationships with the Canadian Welfare Council and what might be expected from it. A clearing house service was felt to be necessary, a kit of material helpful to volunteers was suggested as well as publication in *WELFARE* of material of special interest to them. These services will be sponsored by a volunteer committee, under the aegis of the Chests and Councils Division.

This Division also sponsored a Round Table discussion on "Budgetting for Adequate Social Welfare in the Community," which was chaired by Gwyneth Howell, Montreal Council of Social Agencies, and participated in by two

volunteers and two professionals with experience in this field. This produced lively discussion indicating that the public expects social planning through a representative budget committee and alert Council, and that perhaps agencies are too timid about asking for the money needed to do a good job.

**Child Welfare
Division**

A larger number of workers in agencies serving children met to consider questions of special concern to them. Among these were the need for a greater understanding of adoption as a child-care technique, and publicity for child welfare agencies, so that through radio scripts, newspaper stories, etc., such agencies will be able to make their work better known. Several speakers outlined the kind of services they wanted from the Division, which included technical information, field service, an analysis of public-private relationships in the child welfare field, and help with legislation, as well as the building of a national point of view. Mrs. G. D. Kirkpatrick was re-elected chairman and a nationally representative executive committee was elected.

**Delinquency
and Crime**

Dr. Stuart Jaffary, Toronto School of Social Work, was the guest speaker at a large luncheon meeting of this Division, speaking on the topic "What Next in Penal Reform?" He took three aspects of penal reform, probation, institutions, and after-care, and outlined briefly what were the difficulties and developments in each area,

and what should be given priority in the next year. Copies of the *Interim Report on the Sex Offender* were made available at the meeting, and those interested may obtain copies from the Canadian Penal Association. Dr. Kenneth Rogers, Chairman, presided, and an annual report of Division activities was presented and is available to members.

**Family
Division**

With eighteen cities and some twenty-five agencies represented, family welfare workers and others with a special interest in families, gave special consideration to problems of membership and membership standards. It was clear that more volunteer participation was needed and that agencies might well take a look at their standards of administration and service. The annual report touched on some major problems of the year, including housing, new Canadians, high cost of living, oleomargarine legislation. The Rev. John A. Macdonald of Ottawa, was elected Chairman to succeed G. B. Clarke, Montreal, who has carried this responsibility for the past three years.

**French-Speaking
Services**

Representatives of French-speaking agencies met together under the chairmanship of the Rev. A.-M. Guillemette, o.p., Vice Chairman, in the absence of Mme Pierre Casgrain who has been chairman of the division for many years and who has now retired. Reports were received concerning the various division meet-

ings which had been attended by French representatives. A committee on uniformity of social work terminology was set up, also a committee to act in an advisory capacity to *Missive*, the French language magazine of the Council. It was announced that the School of Social Work at Laval University was planning to hold a Conference in the fall centering around French Catholic services in the field of community welfare, public assistance and leisure time activities. M. J.-M. Guérard, K.C., of Quebec City, was elected Chairman to succeed Mme Casgrain.

Public Welfare Division

Residence and responsibility, care of the aged and public assistance needs were the main topics around which representatives to this Division focussed their discussions. Officials with long experience in each of these areas pooled their ideas in an effort to establish the next steps which should be taken to make an effective attack on these problems. Cooperation in a study of job classification and definition as it applied to public welfare positions was also suggested. Among those taking part in the three meetings that were held were K. O. MacKenzie, Director of Public Welfare, Manitoba; H. S. Farquhar, Director of Old Age Pensions, Nova Scotia; J. I. Chambers, Director of Welfare, Vancouver; T. E. Richardson, Administrator for Welland, and others. B. W. Heise was re-elected Chairman for the next year.

Recreation Division

A large number of delegates interested in various aspects of recreation heard a comprehensive annual report listing major recreation developments in Canada, identifying major problems in the field, and the efforts made to meet them, and suggesting topics for the work of the next year. Committees reported on the playground movement in Quebec, the recruiting and training of recreation leaders, community organization for recreation, publications, Canadian Recreation Congress, survey services, membership, and other matters of interest to the group. The role of the service clubs in community recreation was discussed and will be studied further. During the coming year implementation of the Youth Commission report on recreation, will also be among the priorities. C. H. Hendry was elected Chairman for the coming year, with Dr. L. Charbonneau as associate chairman.

Joint Meeting

An innovation in the usual program of Division meetings, was a joint meeting sponsored by the Child and Family Divisions on the topic "The Child and the Family in Placement." Main speaker on this program which drew a large crowd was Miss Mildred Frank, Family Service Association of America, who centered her remarks around American experience with multiple function agencies. Discussants were Miss Muriel Frith who spoke on the subject from the children's aid

point of view, and Miss Francoise Marchand, who outlined practices in the Bureau d'Assistance Sociale aux Familles, which is a large family agency with multiple functions. Considerable valuable discussion followed the formal program.

Annual Meeting

With Philip S. Fisher, President, presiding, formal business was transacted at a large general meeting which heard the annual report of the Canadian Welfare Council, presented by the Executive Director, R. E. G. Davis. This report evaluated the work of the Council, outlined the major activities of the Divisions, and placed the whole year's work in the setting of Canadian and international developments. (Copies are available on request). Certain routine amendments to the Constitution were adopted, and the report of the Nominating Committee was accepted.

The late W. L. Scott, K.C., and Ernest H. Blois, who died since the last annual meeting, were eulogized as pioneers in Canadian social work.

The highlight of the meeting was undoubtedly the annual dinner which taxed to capacity the large ballroom and gallery of the Royal

Connaught Hotel. Following greetings from Dr. H. S. Stewart, President of the Canadian Conference, Dr. Eduard C. Lindeman, Professor of Social Philosophy, New York School of Social Work, gave the address of the evening on the subject "Human Welfare in a Democratic Society." This address, delivered with quiet eloquence, answered three main questions: (1) What are some of the persistent directions in which a democratic society must move and particularly from the point of view of human welfare? (2) What disciplines of conduct are necessary as a foundation to sustain this direction? (3) What kind of public education is essential if democracies such as ours are not merely to survive but to take a position of leadership in the world? Said Dr. Lindeman, "lazy people, prejudiced people, ignorant people, are not free people."

At the conclusion of the meeting Mr. Stapleford asked the privilege of the floor and paid high tribute to Mr. Fisher who as President of the Canadian Welfare Council for the past eight years has made such an outstanding contribution not only to the work of the Council but to social work generally in Canada.

IN Britain, the Margaret McMillan Memorial Appeal for £250,000 has been opened. It will commemorate the work of Margaret McMillan, founder of the Nursery School Movement in England. The funds will be used to expand present training facilities for nursery school workers in Britain and to found a new Margaret McMillan Training Centre for the same purpose.

Contributions to this Fund may be sent to Dr. J. J. Mallon, Toynbee Hall, 28 Commercial Street, London, E.1, England.

Rehabilitation Study

IN Canada today, there are a great number of potential wage earners, exactly how many is not known, who are unable to earn their living because of some physical or mental handicap. The Department of Veterans's Affairs and the Workmen's Compensation Board have demonstrated what can be done to rehabilitate veterans with war disabilities and workers who have been injured in the course of their employment, but there is a large group of handicapped citizens who are not eligible for the services provided by either of these organizations and for whom there is no similar program of rehabilitation. Developments in the United States, Australia and Great Britain have shown that given adequate rehabilitation services, most handicapped citizens can earn their own living and live happy, useful lives in the community.

Inquiries reaching the Canadian Welfare Council indicate that there is considerable interest across Canada in rehabilitation work for handicapped civilians. Certain groups—the blind, for instance, and to a certain extent, the deaf—have agencies working specifically in their behalf, but other groups, such as epileptics, have no local, provincial or national organizations interested in their employment or

rehabilitation problems. Therefore, what is being done in Toronto is of general interest.

Several member agencies of the Community Chest of Greater Toronto have been concerned about the needs of the civilian handicapped in Toronto and have established a committee in the Welfare Council's Division on Health to study the problem under the direction of Professor John S. Morgan, School of Social Work, University of Toronto, with Miss Mary Clarke, Director of Welfare Services, Canadian National Institute for the Blind, as Chairman.

The committee has started its work, the first step being to find out approximately how many handicapped persons there are and what services are available for them. When these facts have been collected, they will be used as a basis for discussion of what further provision should and could be made to improve and extend existing services for Toronto's civilian handicapped.

Further information on the Committee's work may be obtained from Mrs. Libbie C. Park, Secretary, Division on Health, Welfare Council Department, Community Chest of Greater Toronto, 100 Adelaide Street, West, Toronto.

In Review — Five Years of In-Service Training

By MARTHA MOSCROP,

Training Supervisor, Social Welfare Branch, Province of British Columbia

THIS article is not a discussion of the pros and cons of In-Service Training as a plan of preparing people to hold jobs in social agencies. It is rather, an account of the policies, methods and results of a training plan which has been in operation in British Columbia's Social Welfare Branch for the past five years. The facts and figures quoted will undoubtedly speak for themselves however, and a thoughtful appraisal of this review itself will, it is hoped, strike something of a balance between the ideas of those who tend to view In-Service Training with alarm and those who tend to consider it the answer to all staff problems.

The original purpose of our B.C. plan was to provide instruction for staff people who had, previous to the amalgamation of all public welfare services in 1943, known only one phase of the public agency's work. Men and women from the Unemployment Relief Branch and from the Old Pension Board, joining with the trained staff of the Welfare Field Service, were that year asked to assume case loads comprised of every category of social service for which the Provincial Government is responsible,—social assistance of every variety; family welfare; child welfare in all its several classifications; medical social work, involving

Provincial tuberculosis, venereal disease, infirmary and hospital programs; services for the mental hospital and child guidance clinic; work for the juvenile courts and industrial schools, as well as the deluge of war-time jobs for Federal departments. Some plan of preparation for this generalized service was an obvious necessity.

It can be said quite frankly in evaluating that phase of our In-Service Training plan, that the idea of coming to Vancouver for six weeks for instruction and guidance was not welcomed by the staff people—mostly older men—concerned. By inference, it seemed to set them apart from the trained staff—mostly young women—and appeared to give them an inferior status. This quite understandable hostility was a thing to be reckoned with, and that it was overcome within a few days after the training course commenced, is high tribute to these people who quickly saw that it was the job, and how they could prepare themselves to do it that was important, and not their own personal feelings. When their opinions and ideas were treated with the respect their worth demanded, and when they themselves found that they were warmly regarded by officialdom for the work they had previously done, the feelings too rapidly disappeared. Their continuing cry since

then has been—when are we going to have a refresher planned for us?—a question which has been partially answered by decentralized supervision and by general staff development undertakings, but which has not been ignored by any means in long-term planning for those of this group who still remain with us.

The generalized service itself, which tremendously increased case loads, demanded that new staff be employed. Trained people were just not available. Either the generalized service had to be scrapped and rural offices closed, or new untrained people had to be recruited and trained by the Branch. As In-Service Training had proved helpful to those already employed, a decision was made to expand the training scheme from six weeks to three months and to select from those who applied the best that offered for intensive instruction on-the-job.

A good deal of thought was given to the whole project, and some very necessary and wise policies were set up to govern it. The most important policy perhaps is that which states unequivocally that the Social Welfare Branch employs people who have had professional training at a University School of Social Work. That is the base of Civil Service standards for social work positions with the Branch. Exception is taken to this base in the case of those who are given In-Service Training, and in an artificially created Civil Service rating they receive a lower salary from

those who are professionally trained, and they do not have the same opportunities for promotion. Actually they have no Civil Service standing whatever during the three months of training, receiving in that time a token allowance of only \$75 per month, or \$90 if the trainee has dependents.

The In-Service trained person who is accepted for employment need not be left on that exceptional or artificial base, however. From the outset it has been stressed that the Branch expects each of these people to plan to take university training as soon as educational leave can be provided, and when the university school can absorb them. It might be said at this point, that the vast difference that exists between training for a particular job and preparing to become a professional social worker is thoroughly discussed with the groups who form our In-Service Training classes. As they proceed with their training and as they go out to assume larger responsibilities, the need for this professional preparation becomes abundantly clear to each of them. They see their need to be sure of themselves as practitioners, to gain the stability that comes from seeing their work in the perspectives of the historic and sociological whole, and to be surer in their knowledge of the psycho-social situations with which they work. In-Service Training cannot provide these things to the degree needed for adequate professional performance, but it

can create and stimulate an urgent desire to obtain them.

To quote figures on that whole point, of the fifty-five In-Service trained staff who are still on the staff—there have been eighty-one all told—since 1945, nine have obtained their university training, three have been granted leave to do so this year, and four have already applied for 1949. These people are given priority for educational leave, but mindful of the needs for better qualified supervisors, trained and experienced staff are also being granted this privilege at the same rate of approximately three or four each year.

Going back to the beginning of this scheme, policies with regard to eligibility for In-Service Training were set up early to ensure as far as possible that persons were accepted who appeared to be of promising professional calibre, that is, with desirable attitudes, maturity, a sense of vocation, acceptable personal qualities, good health and sufficient academic standing (a minimum of Senior Matriculation) to allow them to go on for university training either as special or as graduate students. Those accepted for training were told at the outset that during the three months training period their practice work, their participation in discussion and their rate of development would be closely evaluated, and at the end of that time the administration—and the trainee himself—would decide if this was indeed the work for

which he was particularly adapted. Seven of those selected were not given employment after training, leaving, however, with a full understanding of the reasons for their failure.

Recruiting has never been a matter of campaigning or advertising, but rather one of selection. The Assistant Director of Welfare in her capacity as the Branch's Chief of Personnel, has interviewed during the past five years an average of twenty persons a month, persons who have asked for and been given counsel with regard to their suitability for social work. The greatest number of these were referred on to the University Department of Social Work for interview with regard to formal training.

It might be of interest to reveal the sources from which the eighty-one who were accepted for In-Service Training were referred. Eighteen were candidates for municipal appointments, selected by the municipality but screened by the Branch—for under the terms of the Social Assistance Act and Regulations people holding municipal social work positions are required to have the same qualifications and training as provincial staff. Thirty-three made direct enquiry, having heard of this plan from others on our staff, other social workers, other government departments or from the University Social Work faculty. D.V.A., through their discharge counselling services, referred many veterans, all of whom were steered

to the university, and eight of whom for one reason or another deferred using educational credits in preference to plunging immediately into the job via In-Service training. Most of this veteran group incidentally, have since obtained formal training. The National Employment Service, after conferences with the Assistant Director with regard to the qualifications, both personal and academic, which the Branch demanded, referred an assortment of people of whom only five were selected. Clerical staff associated with the Branch for many years, and whose ability and knowledge of the work of the Branch were well known, accounted for six of the recruits early in the training plan. Five rejoined the staff after war service, and six came to us from other social agencies.

Another consideration of primary importance in the selection of recruits was that of their success in former occupations. It was considered desirable, moreover, that previous occupations should have been of a kind that brought the person in touch with people, and, of course, persons with other professional standing were especially welcome. Here is a brief review of the previous work done by the people who were accepted: Twenty-four came from secretarial positions involving considerable responsibility, many of them having been in charge of junior clerical staff; nine were former school

teachers; ten were in the community recreation or institutional counselling field with experience, if not training in group work; four were clergymen; four were nurses; four were from police ranks; three were journalists; two were accountants; two were former salesmen; two were from the industrial field; two had been merchant navy officers; nine were from the clerical staff of the Branch or other Government Departments. There was one graduate music teacher, a telephone supervisor, a law student, two newly graduated Arts students, a stock broker and a supervisor in an international cable company. These are diverse origins to be sure, but had social work been at the stage of development it now is when these people were preparing for a career, it is more than likely that they would have chosen to enter the profession at that time. Their former work experience, however, is anything but a disadvantage, and it is significant too of their sense of vocation that many of the men especially took large cuts in salary in order to get into this field of service.

So far as results are concerned, from the administrative point of view our statistics prove that In-Service Training need not be feared on the score of lowering or weakening the professional strength of a growing staff. The following table tells that story graphically:

| | MEN | | WOMEN | | TOTAL |
|-------------------------------|--------------------|--------------------|--------------------|--------------------|-------|
| | University Trained | In-Service Trained | University Trained | In-Service Trained | |
| STAFF: | | | | | |
| January, 1943..... | 2 | 29 | 38 | 11 | 80 |
| APPOINTMENTS: | | | | | |
| January, 1943 to June, 1948.. | 33 | 30 | 123 | 34 | 220 |
| TOTAL..... | 35 | 59 | 161 | 45 | 300 |
| RESIGNATIONS, ETC.: | | | | | |
| January, 1943 to June, 1948.. | 11 | 25 | 73 | 24 | 133 |
| TOTAL STAFF..... | | | | | |
| June, 1948..... | 24 | 34 | 88 | 21 | 167 |
| ACTUAL INCREASE: | | | | | |
| January, 1943 to June, 1948 | 22 | 5 | 50 | 10 | 87 |

From the above figures it will be noted that of the total present staff of 167, there are 112, or over two-thirds, with professional training. The actual increases shown on the bottom line illustrate the fact that the policies stated earlier have been applied to good effect, and with a balance maintained of about one In-Service recruit to every five with university training. The line giving numbers of resignations, too, is significant, revealing that turn-over of staff among the In-Service trained is proportionately greater than among the professional people.

Considering results from the professional point of view, unless one should review the evaluations of each of those with In-Service Training, it would be difficult to give an over-all estimate of the competence and worth of this group as a whole. Let us say that during their period of training, while the details of the job itself

must be taught—legislation, regulations, policies, procedures and so on—time is nevertheless given to orienting these people to the professional idea, and as much discussion as can be (usually four or five full days) is devoted to presenting and talking about professional theories and methods. Divisional executives, in teaching their specialization, further emphasize these theories, and supervisors who supervise practice work naturally relate theory to practice in their planned teaching conferences. We can say too, that by the time the training period ends, those who are given employment have demonstrated their acceptance of professional principles, have made a good start in developing skills in interviewing and recording, and have had their intellectual curiosity stimulated and satisfied to the point where independent but directed reading of the literature is meaningful to them. After they

have been placed on the job itself, their continuing development is up to their case work supervisors, who spend more than an ordinary amount of time with them in case work supervision.

From a general point of view, these people literally saved the day when shortage of personnel was at its critical worst. They have given a type of conscientious service that bespeaks a loyalty to their clients and to the Branch which is in the best tradition of any professional service. They have been responsive to supervision, have read widely, have taken an active thoughtful part in staff conferences, and been accepted by their trained colleagues and by the communities in which they work. By the time they are ready to take their formal training, their orientation to the profession and their grounding in administrative detail has been such that they are able to get the utmost from the academic experience, even though rusted academic skills do not necessarily make them Honours students.

There are one or two additional points about our experiment in British Columbia which may add something to this analysis. There is no question in our minds that the office of Training Supervisor has been essential. Planning the training periods, conducting the first all-important discussion sessions (in which professional notions, general case work theory and historical developments are first introduced and reactions to these

matters carefully guided), attending all sessions given by Divisional specialists to give continuity and to integrate the whole, and finally, evaluating—with the case work supervisors who have supervised practice work—the actual performance of the trainee during this period, is a full-time job in itself. Actually the office of Training Supervisor in any large public agency, encompasses more than just management of In-Service Training. Supervisor of Staff Development would probably be a better title for that position, for orientation of newly appointed trained workers, library operation, publications, developmental committee work, conference planning, and many other activities related to the promotion of the staff's professional competence fall on this desk. In other words, the creation of a staff development office in British Columbia has not been considered a frill, but a necessary part of a growing agency.

Another point we would consider from experience to be important is that of allowing sufficient time for the training period. Three months is all too little, although actually we consider that In-Service Training goes on steadily for many months while the worker is picking up a case load and orienting to the rural scene. Two full days of each week in lecture-discussion sessions is little enough also, especially as an emphasis has been put on stimulating talk from the group for purposes of revealing preconceived notions and guiding

the change to professionally desirable ideas. Three and a half days of supervised practice work, with a good hour of supervision per day, does not, of course, provide enough time for all phases of the work to be fully experienced, but it does provide opportunity for assessing the potential ability and natural talents possessed by the trainee.

By way of summing up, it should be said that in consideration of the results of our In-Service Training plan, the scheme has now moved out of the experimental stage and become a permanent fixture. It can be taken for granted, we think, that the rapid expansion of social work, notwithstanding the large enrolments at the university schools, will keep the personnel situation at a critical stage for many years, not to mention the logical assumption that trained experienced people in the older agencies will be claimed, and rightly so, by those agencies which are newly developing or expanding. With safe policies well established with regard to employing every

suitable trained social worker applying, and particularly with regard to an orderly plan of educational leave for the In-Service trained person, the matter of recruiting—always in a highly selective way—from outside the academic field presents, in British Columbia's Social Welfare Branch at least, no dangers. In fact, the personal qualities and the strong motivating desire to be of service to society which we have found in those so far selected, have been such as to make it obvious that the field of social work itself would lose potentially able people if this door were closed entirely. Realistically, In-Service Training has been and continues to be a necessity, but a larger good can be seen in the proof we have had of the promising quality of service, the rapid rate of development under supervision, and the increasing desire for professional training and status, from those who have entered the field of social work through this back door of In-Service Training.

THE May 1948 issue of *The Welfare Reporter*, official publication of the State Department of Institutions and Agencies reports that probation is far more economical than supervision in institutions and goes on to prove it. The average per capita cost of administering probation in New Jersey during the year 1947 was \$30.54, while the average per capita cost of institutional operation during the same period of time was \$773.99 or *twenty-five times as much* as the probation cost. These figures are based on a group of 24,000 offenders under probation supervision and an institutional population of 4,477. Even in New York State where far more adequate probation facilities are provided than those New Jersey has so far been able to develop, the per capita of probation administration is only \$100 per annum.

Taking the New York figure of \$100 a year per capita and assuming that a probation officer has a normal case load of 50 people, probation for this group would cost \$5000 a year. Maintenance of 50 prisoners in a Canadian penitentiary would cost over \$36,000 a year.

A Baker's Dozen Principles in Child Protection

By CHARLOTTE WHITTON, C.B.E.

WHAT are the basic principles underlying provisions, procedures and practices in legislation and services in the protection and care of children in the Canadian provinces?

1. The child is the assurance of a continuing society.

2. The child is therefore entitled to a responsible and adequate guardianship through all the years of his or her immaturity.

3. Our branch of civilization regards marriage, home and monogamous family life as the institutions, proven through the centuries, as most likely to fulfil these obligations.

4. The entrance upon marriage, and the preservation of the marriage, home and family are therefore fundamental to the structure and survival of society itself; and legislation governing marriage, the preservation of the family, legal separation, divorce and annulment are of primary importance in any civilized state.

5. *Guardianship*, or the powers, duties and obligations, held and exercised in regard to the child, are naturally best vested in the natural parents of the child by fact of birth.

Therefore, in our western civilization, the parent or parents:

(1) the father alone, in some jurisdictions;

(2) the father and mother jointly and equally in most progressive states; and

(3) the mother alone, in the case of the child born out of legal wedlock,

are statutorily recognized as the *guardian*—the one who guards, protects or preserves the child, and the child as the *ward*, the one watched, guarded, and *warded against danger, need, etc.*

6. The legal responsibility of enforceable guardianship is therefore fundamental to the protection and care of the child; and the discharge of such practical obligations as the actual care, maintenance, shelter, training and education of the child are only incidental obligations laid upon the guardian, whoever this may be.

7. It is obviously the duty of the state to do all in its power to assure that the guardianship into which a child is born is normally competent to fulfil its obligations; and further to provide itself with reasonably adequate resources in order to satisfy itself as to the continuous and responsible discharge of such guardianship functions by the parent to the child.

8. These resources must be competent

(1) to judge of what constitutes reasonably adequate guardianship;

- (2) to act upon the first intimation of impairment of the normal guardianship into which the child has been born, or, in the case of unmarried parenthood, is likely to be born;
- (3) to do all possible to reinforce, strengthen and preserve the normal guardianship;
- (4) to take effective action for the severance of a guardianship which cannot be continued with safety for the child and the community;
- (5) to take simultaneous action for the constitution of a new and effective guardianship into which the child can be transferred automatically upon the severance of the inadequate existing guardianship, so that the child is *never* without an enforceable adequate guardianship;
- (6) to assure that the new guardianship is competent to provide all the incidental obligations of guardian to the child, that is care, maintenance, etc., either
 - (a) in that guardian's own right, if the transfer be personal to an adopting parent or other legal personal guardian, or
 - (b) by assurance of adequate funds, statutorily defined and legally prescribed, if the transfer of guardianship be corporate to a public or publicly supervised welfare body, authority or agency.

9. The transferred guardianship must be as inalienable and enforceable in the child's interests as the guardianship into which the child was originally born.

10. At every turn, the judgment as to the suspension, severance or transfer of an existing guardianship and the

constitution of a new guardianship should vest in a properly constituted court of record.

11. The state may share, delegate or itself provide these resources or services, which specialize in the supervision and exercise of protection of the guardianship of children.

But however such services may be set up, the state cannot evade the responsibility of assuring that they do exist, that they function adequately and that funds are available, guaranteed as to adequacy and continuity, to enable them to assume and discharge all the obligations of guardianship imposed upon them.

12. The child protection and guardianship agencies of a state therefore are as vital in its existence and character as the institution of the home and family itself, and these agencies must rest upon no less free and firm foundations and be as strongly defended from arbitrary interference, direction and control.

13. In a free society, this is attained by preservation of the same principles, policies and provisions as serve freedom itself—the operation of government through a civil service of public employees, continuously responsible to an executive committee, council or ministry of the elected representatives of the people, and a ministry, in turn, held directly responsible to the free Assembly of these elected representatives.

This entire system or mechanism of government must be checked in turn again by the assurance to the subject of free access, at all times, to an independent judiciary, extending from the magistrate in local causes to the Supreme Courts of the land and, if need be, to the Crown itself.

Canadian Conference on Social Work

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Mr. Fisher suggested that welfare councils were the means through which citizens could share with government "the responsibility for our overall community planning."

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fare, Mr. Fisher asked if there might not be some value in a combination of both public and private backing for one agency. He took as example the wartime Dependents' Board of Trustees, "established by government, financed by government, manned by government-paid personnel, yet largely administered by voluntary committees."

Some excerpts from a few other addresses are included in this brief report. Complete texts of all speeches will be contained in the Proceedings of the Conference. Write to the Secretary, Canadian Conference on Social Work, 410 Imperial Building, 25 Hughson Street, Hamilton, Ontario.

"Social work is not group work *plus* case work *plus* community organization; but rather group work *times* case work *times* community organization. The latter approach is merely another way of saying that the inter-relatedness is such that if any one aspect is left out or reduced to zero, social work becomes zero.

"There are certain basic principles which must be kept in mind if real teamwork toward common goals is to progress, namely: 1) Our agencies exist for the sake of the individual rather than *vice versa*; 2) In the case of the relationship of private and public services, it is not a question of either/or, but rather, both/and; 3) Co-operation for the good of the

individual must involve giving up some degree of sovereignty."

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While the majority of those attending were employees of either Community Chest or tax-financed social agencies, there were scores of non-professionals and dozens of government officials from the provinces and Dominion departments registered.

One of the most striking features of the whole group was the large number of men. Shrewd and non-partisan observers claim that the historical domination of the welfare field by women is being seriously threatened.

Another feature was the youth of the delegates. The girls, and the lads with the veterans' badges, showed up clearly as a dynamic potential in the whole Canadian social welfare movement.

It must be recorded, however, that the proved and shrewd seniors clipped the discussions to the point. Youth—albeit bright, trained, and unhampered by tradition—was inhibited by the obvious ability of the old hands to riddle dialectics with personal experience.

"No juvenile can rightfully be given praise or blame for his virtue or delinquency. The state of mind and physique which he or she has achieved is a result of the interplay between the organic material with which he was originally endowed and a series of rapidly compounding experiences to which he

has been subject over the years. . . . The apathy or lack of understanding of society has allowed him to become what he is. . . .

"We no longer feel that a parent is imbued with a knowledge of children just by bearing them. Therefore, when we feel that the basic cause of the problem is in the family, as in the largest majority of cases, we must carry on the often thankless job of assisting it to a better understanding of its role.

"The transition period from [delinquent training] school to home is an important step, and contact between the boy and future family and friends should be encouraged by supervised correspondence, telephone calls, and visits.

"The lad has had certain responsibilities and rights within the school and, therefore, should be in a better position to appreciate the rights of others. These, or other similar responsibilities and rights, should be part of the new home situation. He has had his chores, his bank account, and spending money in the school, and these should go with him to his new home."

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and organized delegates, speakers, and hotel rooms into a smooth running conference.

The programs were well printed and laid out, crisply annotated, and in plentiful supply. Registration was highly systematized. There were adequate desks to look after lost friends and fountain pens, to provide information, and to sell luncheon tickets.

There were not a few enquiries why the Conference and the Canadian Welfare Council were taking registrations at one and the same time for what appeared to the unsophisticated to be one and the same events.

Several of the exhibits were colourful and attractive. Many were too small and detailed. The milling crowd could read signs without missing a meeting, but not ten-page, single spaced case histories.

"Before our [residence] requirements were eliminated, we were told that people would flock to Rhode Island for assistance, especially because average payments for general assistance were then among the highest in the country. We have not yet discovered that any new resident came to Rhode Island in order to receive assistance.

"As the sense of one-worldness becomes increasingly significant to us, and as we try to open our doors to residents of other countries, or to share our resources with those countries, we realize how inconsistent we are if we deter the move-

ment of people across boundary lines within our own country.

"Rhode Island does not claim that it is more socially minded than any other part of the country, but it does contend that it has attempted to be realistic. Our industrial and agricultural states all require a free-moving people. Settlement laws and residence requirements are discriminatory, costly to administer, and work undue hardship upon people in need."

—E. B. Reidy, *Director, Department of Social Welfare, Rhode Island.*

Sir Raphael Cilento, Director, Social Activities Division, Economic and Social Council, United Nations, forgot his crushing title and talked of international intervention in the social field in warm, personal terms. He made his great organization seem as real as a DVA cheque to a student veteran.

Most speakers stressed the need for careful and consistent interpretation to the general public of the aims and techniques of social work. It is doubtful if any previous Conference heard so much mention of public relations.

Jargon took an awful beating. In institute and formal address it was rejected, castigated, derided. Rarely has the English language been given such a shot in the arm; or professional double talk been so criticized.

"The old person today is younger in body and spirit than his grandparents. He no longer fits into the old pattern society cut out for its aged when life expectancy was

more limited for the infirm, and work opportunities for the competent more abundant.

"Statistics tell us that in the not so distant future one-third of the population in the United States will be over sixty years of age, one-third under eighteen, and one-third in the middle productive group. Our present policy of forcing the older worker into retirement will place an insupportable burden on the working group. . . .

"A short-sighted policy of compulsory retirement when a worker reaches a specified chronological age, regardless of his ability to work, can only result in an increase in chronic invalidism and mental deterioration. It will make necessary the building of more and larger institutions for the physically and mentally unfit.

"Retirement may be necessary or desirable for many, and for them the community should take some responsibility for providing resources which enable them to carry on normal social contact. . . .

"Too often the root of our failure to help older people lies in our belief that they have no future. . . . Yet I knew a man young in mind and body who, at ninety-one years, remarked that he had not accepted a job in a small community because it offered no future.

"Regardless of what we may do for the older generation, what it does for itself is basic to its welfare. Preventive measures must be taken early, for the seeds of a satisfying old age are sown in childhood.

We must plan for the last quarter of life as though it were to be harvest time. . . . A comfortable old age requires a well integrated personality, for then, as never before, we must live in close communion with ourselves."

—Margaret W. Wagner, Executive Director, Benjamin Rose Institute, Cleveland.

The topics of the ten institutes give a clear picture of what's on the social worker's mind: administration of social agencies, child guidance, education for family life, group work techniques, institutional services for children and adolescents, medical social work, psychiatric concepts in social work, publicity and interpretation, staff supervision and personnel practices.

These informal discussions rose above the dampening effect of speakers sitting up front at a table and proved effective mixers of east and west, French and English, urban and rural, public and private.

Heart warming scene: the big city operator, in his capacity as chairman, listening to suggestions, criticisms, and real case histories from the humble workers—remarks that would never find their way into the official journals or inter-office memos. Of such frankness and interchange of ideas is the value of conference born.

"The total number of displaced persons admitted to this country up to the first of June was 20,518. Authority was recently given by the Government for the admission of an additional 10,000. . . .

"A total of 38,747 immigrants came from the United Kingdom in 1947, and 9,440 American citizens were admitted in the same year. From the close of the war up to April 30, 1948, a total of 107,532 British and 25,846 United States immigrants were admitted to Canada.

"It is with some pride that we can record that Canada has led the way in facilitating resettlement of these unfortunate displaced persons on the North American continent. Canada, in proportion to her population, has admitted a larger number of displaced persons than any other country in the world, and in actual numbers, it has admitted more displaced persons than all non-European countries combined."

—*Dr. Hugh Keenleyside, Deputy Minister of Mines and Resources, Ottawa.*

"It is our belief that the government should reconsider . . . the eligibility requirements which delay the new comer from receiving

the full benefits of hospitalization, unemployment insurance, and family allowances. If we are welcoming these new comers as members of the Canadian community, let us offer them the full hospitality of our national family."

—*Monroe Abbey, President, Baron de Hirsch Institute, Montreal.*

The business session of the Conference saw some big changes made. Under a new constitution, the Conference may ask the Canadian Welfare Council to provide continuing secretarial service to an autonomous Conference Board of Governors. The Board will shoulder financial responsibility for the Conference.

To ensure continuity of the Board itself, half the directors will retire at each biennial meeting.

The new president of the Conference is Miss Dorothy King, Director of the McGill University School of Social Work, Montreal.

The next Conference will be held in Vancouver, between May 15 and June 15, 1950.

THE Community Welfare Council of Ontario held its first annual meeting since its reorganization in June, 1947, at the Royal Connaught Hotel, Hamilton, Ont., on Friday, June 11, in conjunction with the 11th Biennial Meeting of the Canadian Conference on Social Work. Representatives were present from Federal, Provincial and Municipal departments of welfare and health, from national, provincial and local welfare councils and agencies, and from the University of Toronto School of Social Work.

Reporting on the year's activities, the President, Rev. Ronald Macleod, D.D., pointed out that the Council had already been able to give assistance in conformity with its revised constitution in a number of instances, notably in successful representations to the Ontario Government for increased Mothers' Allowances.

The Council's newly appointed Executive Secretary John N. Blow, who will commence his duties August 1, was introduced to the meeting. Mr. Blow emphasized the need for a realistic approach to the work by establishing priorities and following a policy of close co-operation with national and provincial welfare councils and societies, and with Government welfare departments.

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Quelques Impressions sur le Congrès de Hamilton

LE Congrès bisannuel canadien du Service Social a attiré à Hamilton des centaines d'intéressés au service social. Professionnels et profanes du service social y sont venus pour repenser les grands problèmes sociaux qui se posent à l'heure actuelle au Canada; ils y sont venus pour sortir de l'isolement qui les accable quelquefois lorsque la tâche devient trop lourde; ils y sont venus pour chercher une ou des solutions aux problèmes de leur milieu particulier. Ils sont peut-être arrivés très préoccupés par leurs propres difficultés, mais après quelques heures, ils se sont vite rendu compte que bien infimes étaient ces problèmes à côté de ceux qui surgissent au niveau provincial, national et international. Leur horizon s'est immédiatement élargi et en écoutant discours, forums, discussions, ils ne pensaient plus comment il faudrait secourir la vieille madame X; ils cherchaient comment il faudrait améliorer le sort de tous les vieillards au Canada. En écoutant les spécialistes en bien-être de l'enfance, ils se disaient que tous les organismes sociaux d'enfance canadiens devraient être munis des services qui permettraient de régler dans la mesure du possible le sort de tous les enfants canadiens délaissés, ou aux prises avec des difficultés quelconque. Ils ont entrevu une solution possible à la complexité des services sociaux publics dans ce cadre d'organisation qu'on appelle "l'unité de bien-

être social". Ils ne sont pas restés étrangers aux problèmes internationaux lorsque des voix autorisées telles celle de Sir Raphael Cilento leur ont révélé l'immensité des besoins humains.

Le Congrès de Service Social a une signification particulière pour les Canadiens-français. Certes, ils n'y participent guère en très grand nombre. Nous étions une cinquantaine cette année, mais n'oublions pas qu'il y a deux ans, à Halifax, nous étions vingt-cinq. L'assistance à un congrès d'envergure nationale est une occasion de développement professionnel et les oeuvres qui peuvent se permettre d'y envoyer leurs auxiliaires sociaux font un bon placement qui se traduira par un intérêt accru de leur personnel à leur tâche. En tout cas, si nous n'avions pas le nombre, nous brillons tout de même par la *qualité* de nos délégués. Plusieurs d'entre eux étaient à l'honneur au programme du congrès. Il y avait là plus qu'un geste de courtoisie à l'égard des nôtres: ces derniers se sont fait remarquer par leur compétence technique tout comme leurs collègues de langue anglaise. Nous devons signaler ici la présence de quelques membres des conseils d'administration de nos oeuvres, eux qui orientent dans une grande mesure les destinées de notre service social.

Le prochain congrès aura lieu à Vancouver en 1950. Commençons dès maintenant à économiser nos sous!

M.H.

Residence Laws Anachronistic

WRITING IN *The Welfare Reporter* published by the New Jersey Department of Institutions and Agencies, Theodore R. Isenstadt says "Settlement and residence laws are anachronistic. They trace their origins to the Elizabethan poor laws which stressed the concept of local responsibility for its needy.

Through the years, our concept of the public's stake in a social welfare program has broadened and government on its various levels—Federal, State, local and county—now participates actively in the financing and development of social welfare programs for its citizenry. Unfortunately, revisions and reforms in settlement and residence requirements have lagged considerably behind this broadened concept of responsibility. . . .

The New Jersey Welfare Council some time ago released a report of its recommendations on streamlining public assistance in New Jersey. One of its major recommendations is the abolition of all residence and settlement requirements for any type of assistance. The full recommendation is as follows:

"Abolition of all residence and settlement requirements for any type of assistance. People have a right to move wherever they wish in this country. Studies in this and other States have indicated that movement of population results in a balancing of payments as between various jurisdic-

tions for non-residents. The abolition of residence would eliminate a considerable administrative problem, and render more certain the equitable administration of assistance to needy persons."

The fear that people move from one State to another or one community to another in search of more adequate welfare services has been dissipated by a number of studies. People move *in search of jobs* and not in pursuit of relief. . . . In a survey of "Settlement and Social Welfare in New York," Glen E. Jackson, formerly the Director of the Bureau of Public Assistance of the New York State Department of Social Welfare, found that determination of settlement required a high proportion of the total time spent by a social worker on the investigation of the eligibility of the applicant and that in the long run communities within the State lost as many persons moving to other communities as they gained, thus in effect negating all the emphasis spent on determining settlement responsibility. Subsequently, in 1947, New York State eliminated all settlement requirements, and for its categorical programs all residence requirements as well. In 1945, the State of Rhode Island repealed all settlement and residence laws relating to public assistance without experiencing any sudden influx of persons seeking the benefit of those services."

A Note on Recent Succession Duty Changes

THE Minister of Finance in his budget speech announced two significant changes in succession duties, viz.:

(a) removal of the 50 per cent limit on duty-free bequests to charity so that bequests up to the full value of the estate will not be free from succession duty, and

(b) raising of the duty free value of estates from \$5,000 to \$50,000. Mr. Abbott said that the first of these amendments had been requested by religious and educational leaders and he added that "in a society where our great public institutions still depend to a large extent on *private* support I feel that a measure of this sort is justified in the *general public interest*." (Hansard, May 18, 1948, p. 4069. Italics ours).

Evidently those requesting the lifting of the 50 percent limit believed that this would result in an increase in the amount of charitable donations. However, experience indicates, as we have shown previously, (*WELFARE*, January 15, 1947, p. 35) that bequests generally average only about 2.5 per cent of the value of estates. For those estates between \$5,000 and \$50,000 the figure was less than 2 per cent. This is so far from the formerly allowable 50 per cent of valuation that it appears improbable that other than the occasional bequest would approach,

much less exceed this proportion. Consequently it is anticipated that charities will gain little from this concession.

It may be thought that some bequests are made because the money involved would otherwise go to the Government as duty. The second change in succession duty law counteracts this possibility since estates from \$5,000 to \$50,000 are removed from the scope of duty. Now about 90 per cent of estates are duty free regardless of who are the successors. The result is that the new 100 per cent charitable exemption affects only about 10 per cent of estates. Further, it seems more likely that consideration would be given to donations when an estate is subject to tax with an allowable exemption for charitable donations than when the estate is completely tax free.

Succession duties like personal income taxes are a socially desirable form of taxation because they apply to income in excess of that required for subsistence and are of the type known as progressive, i.e., they take a larger proportion of a high income than of a low one. This is in contrast with regressive taxes which take a higher proportion of a low income than a high one. The Rowell-Sirois Commission pointed out that the bulk of Canadian Government revenue comes from consumption

taxes which are regressive. The suggestion was made there that in order to make our taxes fall more equitably according to ability to pay, we should reduce the proportion of regressive taxes, even if we must then increase those which are progressive. The Rowell-Sirois Commission stated further that "In the modern state inheritance taxes are an important instrument of social policy, especially as a

means of financing social services and thus effecting some transfer of wealth from rich to poor."

The announced changes in succession duty policy seem at variance with these fundamental taxation principles, and it is at least doubtful whether they can be said to be "in the general public interest."

—Gordon H. and Svanhuit Josie.



Family Agency Steps In

Following a recent fire in Saint John, in which 24 families were burned out, the Municipal Council acted very quickly and emergency housing was supplied owing to the fact that the building which burned was in an area slated for re-housing. All 24 families were assisted with rehabilitation from a fund set up by the Municipal Council as all lost heavily in the fire. The Municipal Council asked the Family Welfare Association to arrange for the rehabilitation of these families and replace them in the new quarters in a planned effort to make the rehabilitation satisfactory.

Housing

Ontario's housing legislation, recently given unanimous approval, authorizes

the government to spend up to \$30 millions to encourage construction and purchases of new, moderately priced houses and to assist municipalities in their slum clearing projects. It has four points:

1. To encourage average wage earners to buy homes, the government offers to guarantee to lending institutions \$1000 per home so that down-payments may be reduced by that amount (it is understood that a maximum of \$1,250 has now been set). This guarantee will cover a maximum of 10,000 homes or a total of \$10 millions.
2. Where a new method of construction, resulting in substantial reduction of cost, is used in a building development the government may provide financing to a limit of \$2 million on all such developments.
3. In cases where redevelopment of slum areas appears sound, the govern-

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ment may participate with the municipality in financing the program and may spend up to \$15 million in this fashion.

4. Where municipalities have arranged with the Dominion Government for low rental housing, they must agree to spend up to \$600 per house in providing lands and services. The province offers to pay one half of this cost to a maximum of \$300 per house on 10,000 such houses or a total outlay of \$3 million.

New Location The Nova Scotia School for Boys is now located at Shelburne. These are not permanent quarters but will provide much more adequate facilities than the old and inconvenient accommodation which has been in use in Halifax.

Family Protection Legislation in B.C. Under the new Wives Protection Act and amendments to the deserted Wives Maintenance Act, a man cannot sell his home without his wife's consent if she takes the steps provided by the Act, also a wife may claim separate maintenance if her husband drinks excessively and is thus unfit to give proper care to his family. A wife or child no longer must show evidence of bodily hurt to prove an act of cruelty. A neglected or deserted child may, through an adult, apply in a summary way to the courts for justice.

Extensive amendments to the Workmen's Compensation Act now give widows and children of workmen killed while under Workmen's Compensation \$50 and

\$12.50 respectively a month instead of \$40 and \$10.

Under an amendment to the Mechanics' Lien Act, a contractor must discharge all obligations before taking his share of money paid to him. This will particularly aid war veterans and widows both of whom have suffered at the hands of unscrupulous contractors.

NWT Education Welfare teachers who will give special leadership in community activities in addition to carrying on regular school duties are being introduced into the educational system in the Northwest Territories.

Teachers in this classification will receive added remuneration, in return for which they will be expected to take a particular interest in all matters affecting the social welfare and improvement of the community, and to remain throughout the year at the settlements in which they are stationed.

The emphasis being placed on community life was indicated by the fact that all new schools planned for erection in the Territories are designed to function not only as school plants but as community centres.

The whole educational schedule is being planned so that the adult population may share in special radio programs, film showings, sport activities, handicrafts, clubs of various types, and night school instruction. Special provision is also being made to extend the use of correspondence courses throughout the Territories.

**British
Columbia
Floods**

Realizing that interim relief funds would be needed to bridge the gap between Red Cross responsibility and the swinging into action of Dominion Provincial rehabilitation schemes, the Vancouver Board of Trade is raising an emergency fund of one million dollars.

The welfare agencies of Vancouver were not called upon to assist immediately the disasters occurred, although they had offered their services, but when the problems in Vancouver began to develop, the office of the Community Chest and Council was asked to set up a special committee to assist in co-ordinating the work of its member agencies and to assist in every way possible in the solution of a very difficult situation.

**British Columbia
Youth Foundation**

The broad intention of British Columbia Youth Foundation is to assist young people to acquire an education. Its funds are to be used for those young people who show promise of benefitting by further education or vocational training, and who are precluded from this by their parents' inability to provide for them. Grants are in the form of loans and may be applied to high school or university education—the latter being made possible at any Canadian university. The initial gift which started the Foundation in 1945 was a \$150,000 grant by a well-known B.C. lumberman.

**Alcohol
Education**

Forward steps are being taken to implement the Alcohol Education Act 1946, in British Columbia. Mr. Harold L. Campbell, Assistant Superintendent of Education and Director of this program, reports a course of studies in alcohol practically ready for introduction into the high schools of the Province next term, a course which will eventually, and as far as possible, be integrated into existing courses such as science, social studies, health guidance and so on.

In addition to this progress, an Alcohol Council has been appointed to serve in an advisory way to the Department of Education as it seeks to broaden the scope of Alcohol Education to include young people and adults. Heading this Council, is Dr. G. A. Davidson, Chief Psychiatrist of the Vancouver General Hospital, two outstanding medical men, Dr. G. F. Strong of Vancouver and Dr. Murray Anderson of Victoria; Dean S. N. F. Chant of University of British Columbia, formerly head of the Psychology Department; Liquor Commissioner W. F. Kennedy; two former teachers, Mrs. Harold Culter of New Westminster, and Miss J. M. Clay; Magistrate Henry Hall of Victoria; Miss Laura Holland, formerly Adviser on Social Welfare Policy, Provincial Social Welfare Branch, and Mrs. W. E. M. Mitchell, Executive Secretary of the John Howard Society, Victoria. The Hon. W. T. Straith, Minister of Education, his de-

puties, and the Director and members of the Alcohol Education Division of the Department of Education will look to this group for data on the extent of the problem of alcohol, and for counsel and recommendations regarding the effective ways and means of controlling this social problem.

Survey Girls' Cottage School

Miss Ethel Barger of the Park Ridge School for Girls, Park Ridge, Illinois; spent the week of May 10-15 in Montreal where she worked closely with the Board of Directors of the Girls' Cottage School and the staff of the Montreal Council of Social Agencies in exploring and planning for the reorganization of the Girls' Cottage School which has been closed since December, 1946. A grant of \$800 had been received from the Provincial Government towards the cost of such a survey and it is hoped that the Province will also supply funds to meet both the capital and operating costs of the new institution. Miss Barger's visit was a stimulating experience and has been of immeasurable help to the planning group.

Canadian Camping Association

The Quebec Section of the Canadian Camping Association, under the Chairmanship of Miss Blanche de St. Croix, held a spring conference in Montreal on May 7-8. Professor Alan Klein of the Toronto School of Social Work was guest speaker. The theme of the conference was, The Development of Leadership in Camping.

Canadian Association for Health, Physical Education and Recreation

This organization held a national conference in the Mount Royal Hotel, Montreal, on April 8-10. It was well attended by both French and English representatives. Mr. A. S. Bird of Edmonton, Alberta, is taking over the duties of Chairman from Mr. M. M. Bruker, whose term of office has expired.

New Homes

After years of wishful planning, new and improved accommodation is developing for many agencies within the Montreal Welfare Federation, which has embarked on a post-war housing plan of its own.

Actually with new property or buildings are the Children's Aid Society with new offices and a receiving home; The Family Welfare Association with a new home for the aged, bought from bequest funds; the Y.W.C.A. and the Montreal Ladies Benevolent and Protestant Orphans Society and Weredale House.

Planning for new buildings and property are the Girls' Cottage School, the University Settlement, and the Montreal Boys Association; also the Kinsmen Club of Montreal and the Rotary Club of Westmount propose building boys' and girls' clubs in Rosemount and Westmount respectively.

Renews Agreement

The Province of Alberta and the Federal Government have renewed their agreement under the

the National Physical Fitness Act for three years. The Department of Education administers the fitness program in Alberta.

Recreation Leadership Course

The second annual course sponsored by the Recreation Division of the Halifax Council of Social Agencies, in co-operation with a number of other groups, was held during April and May. Eighty-five registered for the course.

I.O.D.E. Scholarship

Alberta Chapter, Imperial Order Daughters of the Empire, have announced a bursary for a one year course at the Department of Social Work, University of British Columbia, for next year. A condition of the award is that the winner shall agree to work in an approved social welfare department or agency in Alberta for a period of two years if a suitable position is available. The bursary is open to any graduate of the University of Alberta.

ABOUT



PEOPLE

Rev. Emile Bouvier of the Social Sciences faculty of the Universite de Montreal left recently for China where he will act as an adviser in industrial relations with Chiang Kai-Shek's Nationalist Government. Father Bouvier has been granted special diplomatic status for the trip by External Affairs Minister St. Laurent.

Eric Wood, Executive Director of the Annapolis Children's Aid Society was elected president of the Nova Scotia Association of Children's Aid Societies at their recent conference held at Lunenburg, N.S.

Bessie Marwood of the London Family Service Bureau, a graduate of the McGill School of Social Work succeeds Florence Christie as Executive Director of that agency. Miss Christie is resigning to undertake post-graduate study.

Alan Quinn formerly with the St. Thomas Children's Aid is joining the staff of the London Family Service Bureau. Mr. Quinn is a graduate of Cambridge University and the London School of Economics.

H. B. Jones, Director of Welfare for the City of Halifax, will spend the next three months in study at the New York School of Social Work.

Katherine McGillvray, on the staff of the Nova Scotia Department of Public Welfare for the past year, takes over work in the Children's Aid Society of Cape Breton on June 15th.

Mrs. Audrey Skidmore who has been in the Unmarried Mother Branch of the Department of Public Welfare, Halifax office, is being transferred to the Sydney District office as assistant supervisor.

The appointment of Phyllis Haslam as National Personnel Secretary is announced by the National Board of the Y.W.C.A. Miss Haslam was formerly in charge of the Y.W.C.A. at Trinidad.

Margaret Gibson of St. Andrews, N.B., and Mary O'Connell of Campbellton, N.B., both recent graduates of the Maritime School of Social Work, are joining the staff of the Children's Aid Society at Saint John, N.B.

Graduating from the Maritime School of Social Work recently with special awards were Jessy Casey of Halifax, who won the prize for proficiency in psychiatry and Margaret H. Gibson, St. Andrew's, N.B., who

won the prize for the highest standing in the final year.

At its recent meeting in Hamilton, the National Committee of Canadian Schools of Social Work elected Dr. Harry M. Cassidy, Director of the Toronto School of Social Work, as chairman succeeding Miss Dorothy King, Director of the McGill University School of Social Work.

Next President of the Canadian Conference is Dorothy King, one of Canada's pioneer social workers, who has served welfare work for many years in a variety of ways, and who is at present Director of the McGill University School of Social Work.

BOOK



REVIEWS

MIND AND BODY: PSYCHOSOMATIC MEDICINE, by Dr. Flanders Dunbar. Random House, New York. 1947. 260 pp. Price \$3.50.

In the wealth of material on the subject of psychosomatic medicine published in the last few years, there has been a dearth of simply written but authentic comment on this much-discussed approach to the problems of health and the treatment of illness. Most of the articles in the professional journals presuppose a background of scientific knowledge and terminology that the average lay reader does not possess, and the majority of articles in popular magazines have over-simplified the subject and too frequently presented it in false perspective.

Dr. Dunbar has given us a book which combines simplicity of pre-

sentation with the authoritative knowledge of one of the outstanding figures in this field of medicine. It brings understanding of the relationship between mind and body, without making the reader feel equipped, by this understanding, to diagnose and treat himself, or others. The case histories chosen are those of real people, who might be any of us, rather than just 'clinical material' which bears no resemblance to the reader. Through them we realize that physical reactions to emotional stresses are common to all of us, not something abnormal to be viewed askance. We learn, too, that treatment can, and should, be given in those cases where these bodily reactions become acute and disabling.

In describing the inter-relationship of all aspects of man's experience, Dr. Dunbar points out

clearly the dangers inherent in attempts to treat the physical aspects without understanding of the other factors involved. Social workers have much to learn from this creed that man is a whole, and cannot be divided into various segments, and we also have much to contribute to the treatment of illness, in pooling our particular knowledge and skills with those of the medical profession.

Medical social workers will find this book particularly helpful, but the interplay of physical and emotional forces within the individual is not the concern of only those dealing specifically with the sick. The book should be read by all those whose job it is to help people in their adjustment to the stresses of their environment.

ELIZABETH RICHARDSON,
Supervisor of Medical Social Work, Department of Veterans' Affairs, Ottawa.

TOWARDS PROFESSIONAL STANDARDS. American Association of Group Workers. 1947. Price \$1.75.

This book has a deceptive appearance. It looks like an oversized pamphlet, while in reality it is an encyclopedia in vital, if cap-sular, form. It contains fourteen timely papers on various aspects of social group work, as well as one on the history of the American Association of Group Workers and the 1944-46 reports of the central committee of that body.

For those who wish an earthy picture of what a social group worker does, the record material in

the papers of Ryland, Osborn, and Konopka provides it. For those who wish to clarify what is involved in the comparatively recent emphasis on professionalization in social group work, the papers of Cohen, Coyle, and Wilson give ample basis for discussion. Gold's paper on work with individuals, in spite of insufficient exposition of the bases of his judgments, is helpful in considering an issue which faces all workers-with-groups almost daily. The remaining articles will appeal to a variety of particular interests, covering current research, cultural factors, the use and content of supervisory conferences, the difference between "casual" and "designed" group work as affected by use of records, social action programs for young adults, and impressions of world youth conferences in 1945.

The book gives a panoramic view of the exploratory edges of social group work practice, will stimulate workers in recreation to discuss further some of these issues with their fellows, and to make their own contributions to knowledge in the field. The book also has very great possibilities for use in staff discussions (e.g. Osborn's article would be highly suitable for discussion by a casework agency staff) in-service training, and volunteer training. This book, as the authors of *1066 And All That* said of Magna Carta, is a "Good Thing".

C. G. GIFFORD,
Program Director, Central Neighborhood House, Toronto.

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Among the Publications Added to the Council Library

Immigrant to Citizen, Canadian Citizenship Council, 166 Marlborough Avenue., Ottawa. 80 pp. Price 25 cents.

This is the report of the National Conference on the Citizenship Problems of the new immigrants held January 23-24, 1948, in Montreal.

The Conference was called in an attempt to bring together representatives of both governmental and voluntary agencies and organizations working with newcomers to Canada. It was the hope of the Canadian Citizenship Council, the sponsoring organization that by sharing ideas, experience and methods of work that further understanding of the problems involved would result.

The report issued by the Chairman of the executive of the Canadian Citizenship Council, General H. D. G. Crerar, includes statements by organizations of work being done, addresses by speakers and findings of the three work groups on Social Services, Informal Education, Social and Recreational Needs and Requirements for Naturalization.

Mental Institutions—1946, Dominion Bureau of Statistics, Ottawa. Price 25 cents.

This is a survey of the statistics of 60 mental hospitals in Canada. It shows, 49,163 patients in hospitals in 1946, of whom a small majority are men. The figures also indicate an acute shortage of hospital beds for the mentally ill. Alcohol is shown as a factor in the history of one-third of the patients, but 66% of patients were total abstainers.

Newark—Our Home Town, Newark Welfare Council, Newark, N.J. 1948. 63 pp. Price 50 cents.

This is an attractive, well-planned

pamphlet designed to increase understanding of Newark's social services among its school population. It sees the community whole and shows clearly how all must work together for the benefit of each. The interpretation of the various kinds of social services available in the community is particularly good.

Re-Directing the Delinquent. National Probation and Parole Association, 1790 Broadway, New York. 336 pp.

With the publication of this year-book, the National Probation and Parole Association presents the papers given at its last annual conference in April, 1947, and includes three papers from the National Conference on Social Work. Subjects discussed include the adult offender, the radio and the movies, police checks on delinquency, understanding the delinquent, the juvenile court, staff training and the courts and the public. Much of the material is interesting and not easily accessible elsewhere.

NOTE

The Interim Report of the National Committee on The Sex Offender is now ready and may be obtained without cost from The Canadian Penal Association, 340 Jarvis Street, Toronto. Mr. J. A. Edmison, President of the Canadian Penal Association is chairman of the committee and Dr. Kenneth Rogers, chairman of the Council's Delinquency and Crime Division represents the Canadian Welfare Council on it and is responsible for the section on "The Educational Approach".

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